

Tracking progress under the Paris Agreement – linkages and operationalising flexibility

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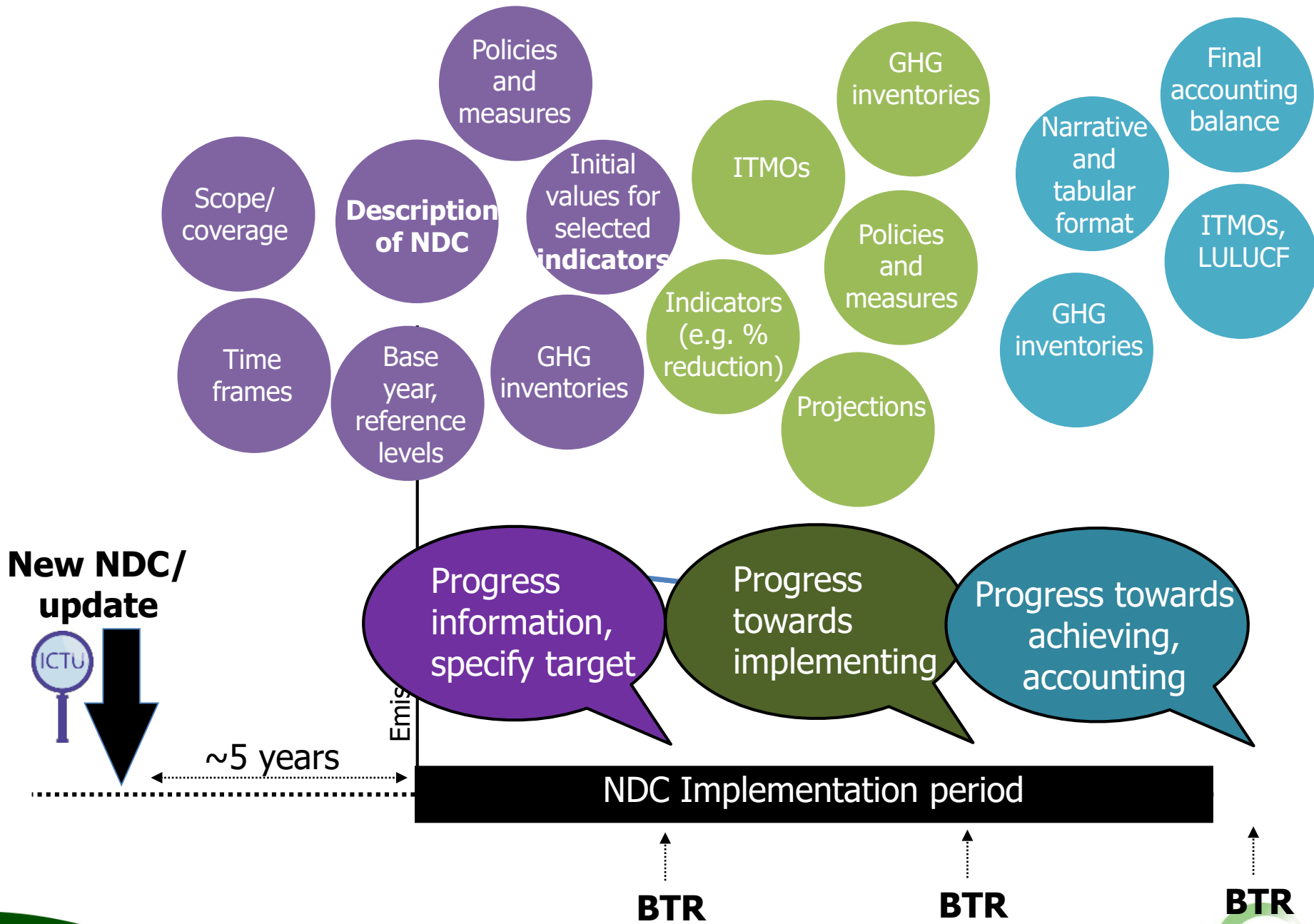
PATPA Annual Partnership Retreat
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Outline

- Introduction to the discussion documents
- Report back on CCXG Global Forum
- Key takeaways from Forum

Draft papers

- Presentation based on two draft discussion documents that were circulated prior to the GFE:
 - *Exploring reporting and review needs and addressing linkages between Articles 4, 6, and 13 in the context of tracking progress* – Manasvini Vaidyula and Marcia Rocha
 - *Operationalising flexibility and facilitating improved reporting under the Paris Agreement* - Jane Ellis, Sina Wartmann, Sara Moarif, Marcia Rocha

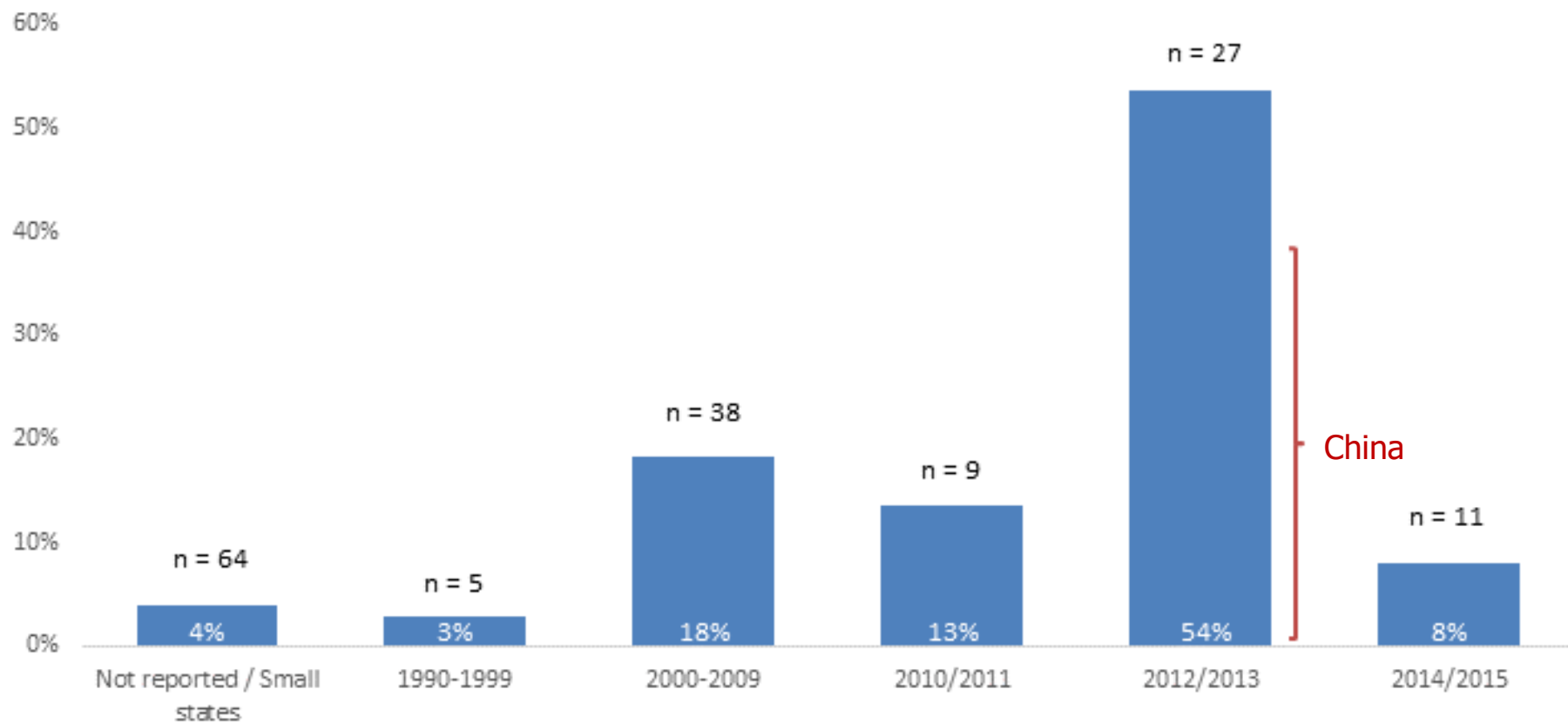


GHG inventories - Vintages

- Majority of developing countries have prepared a GHG inventory
- Less than 60% have submitted one after January 2015

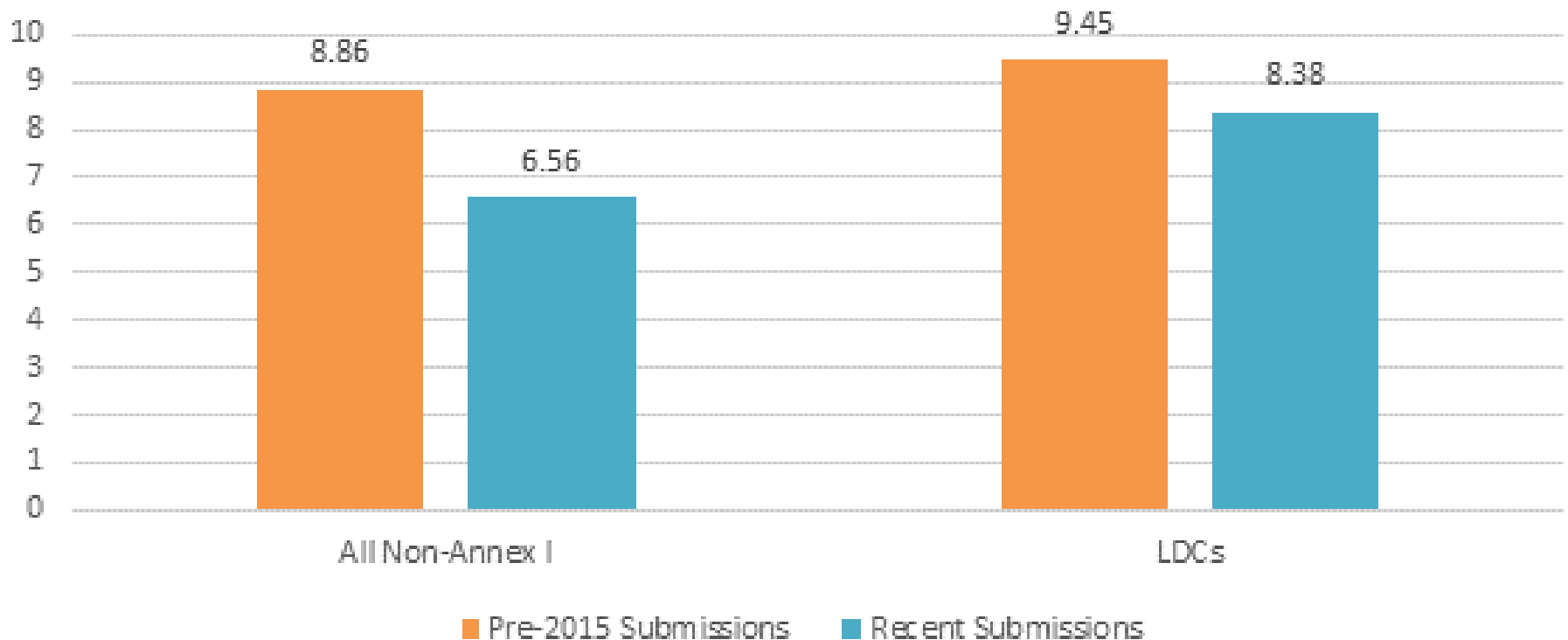
GHG inventories - Vintages

Proportion of total Developing Country GHG emissions in 2014, grouped by latest available year of inventory



GHG inventories - Vintages

Average gap between year of submission and latest inventory year reported



National GHG Inventory

- IPCC GLs provide discretion on various provisions to enable improvement over time for users starting at different capacity levels
- Flexibility might be required where
 - discretion is not / not sufficiently provided by IPCC GLs to address capacity limitations
 - Capacity limitations relate to provisions outside of IPCC GLs

Using flexibility in a step-wise approach to improvement



Flexibility options facilitating improved reporting over time depending on starting point (in the light of capacity) for a specific element, sector, gas

	Step 1	Step 2	Step 3
Reporting a GHG inventory with a specified frequency	Reporting a national GHG inventory every two years	Reporting a national GHG inventory every two years initially, including in the improvement plan how and when a transition to annual reporting is planned in the long term.	Transition to reporting a national GHG inventory on an annual basis
Reporting on all relevant gases and categories	<ul style="list-style-type: none"> Continuing to report on the categories for which environmentalists were previously estimated, where possible Reporting at least on CO₂, CH₄, N₂O Using priority to categories and gases included in a Party's NDC Using higher thresholds (as provided by the WPI/G), to determine whether an emissions source is significant Not estimating specific categories initially, while providing a clear justification 	<ul style="list-style-type: none"> Continuing to report on the categories for which environmentalists were previously estimated, unless a clear category-specific justification can be provided Using priority to categories and/or gases included in a Party's NDC Initially report at least on CO₂, CH₄, N₂O. Transition to reporting also HFCs, PFCs, SF₆, NF₃ (as appropriate) Consider reporting indirect CO₂ and precursors CO₂, N₂O, HFCs, PFCs, SF₆ where data is available (as appropriate) Initially using higher thresholds (as provided by the WPI/G), to determine whether an emissions source is significant Not estimating specific categories where a clear category-specific justification can be provided. Report a clear improvement plan for transitioning to reporting these categories in the long term. 	<ul style="list-style-type: none"> Continuing to report on the categories for which environmentalists were previously estimated Reporting at least on CO₂, CH₄, N₂O, HFCs, PFCs, SF₆. Transition to reporting SF₆ over time Reporting indirect CO₂ and precursors CO₂, N₂O, HFCs, PFCs, SF₆ where data is available (as appropriate) Not estimating specific categories where a clear category-specific justification can be provided. Transition to reporting these categories over time.
Reporting a time series ending in a maximum number of years before reporting year 1	Reporting a time series ending in N-2. Setting out an improvement planning how a transition to more recent data can be achieved subsequently.	Reporting a time series ending in N-4 initially, transitioning to N-2 over time.	Reporting a time series ending in N-2 initially, transitioning to N-1.
Carrying out recalculations to ensure time series consistency	Carrying out recalculations to the extent feasible, at least for the NDC base year and the last reporting year.	Carrying out recalculations for the whole time series for key categories and at least for the NDC base year and the last reporting year for other categories.	Carrying out recalculations for the whole time series for all categories, unless a clear justification can be provided if why a recalculation is not possible in the current context or time.
Identification of key categories (including and excluding LULUCF)	<ul style="list-style-type: none"> Carrying out a key categories analysis using approach 1 (by land). Carry out the analysis by hand, where data is available Using a threshold lower than 25% for the identification of key categories for the time being. 	<ul style="list-style-type: none"> Carrying out a key categories analysis using approach 1 by both land and ocean. Using a threshold lower than 25% for the identification of key categories, reporting a clear timeline for moving to the threshold value of 25% in the improvement planning. 	Carrying out a key categories analysis using approach 1 by both land and ocean. Considering carrying out an approach 2 analysis for land and ocean if data and resources are available and, if doing so, to add additional key categories to the result of approach 1.
Using higher or different key categories as advised by the IPCC Guidelines used	Using higher or different key categories for the categories Report on factors related to time and data availability moving to a higher tier approach for key categories.	Using a tier 1 approach for single key categories, transitioning to tier 2 within a year.	Using a tier 1 approach for all key categories for the extent feasible within a year.
Carrying out an uncertainty analysis	Carrying out a qualitative uncertainty analysis.	Carrying out a quantitative uncertainty analysis at least for the NDC base year and the last GHG inventory qualitative uncertainty analysis for the rest.	Carrying out uncertainty analysis for the full GHG inventory and the rest of the reporting period.
Improvement plan	Reporting an improvement plan (as part of a national transparency report, or separately), setting out the most relevant planned improvements, including from the recommendations of the technical expert review, to the extent feasible.	Reporting an improvement plan (as separate), setting out the relevant recommendations of the technical expert review to the extent feasible.	Reporting an improvement plan (as separate), setting out the most relevant planned improvements, including from the recommendations of the technical expert review to the extent feasible.

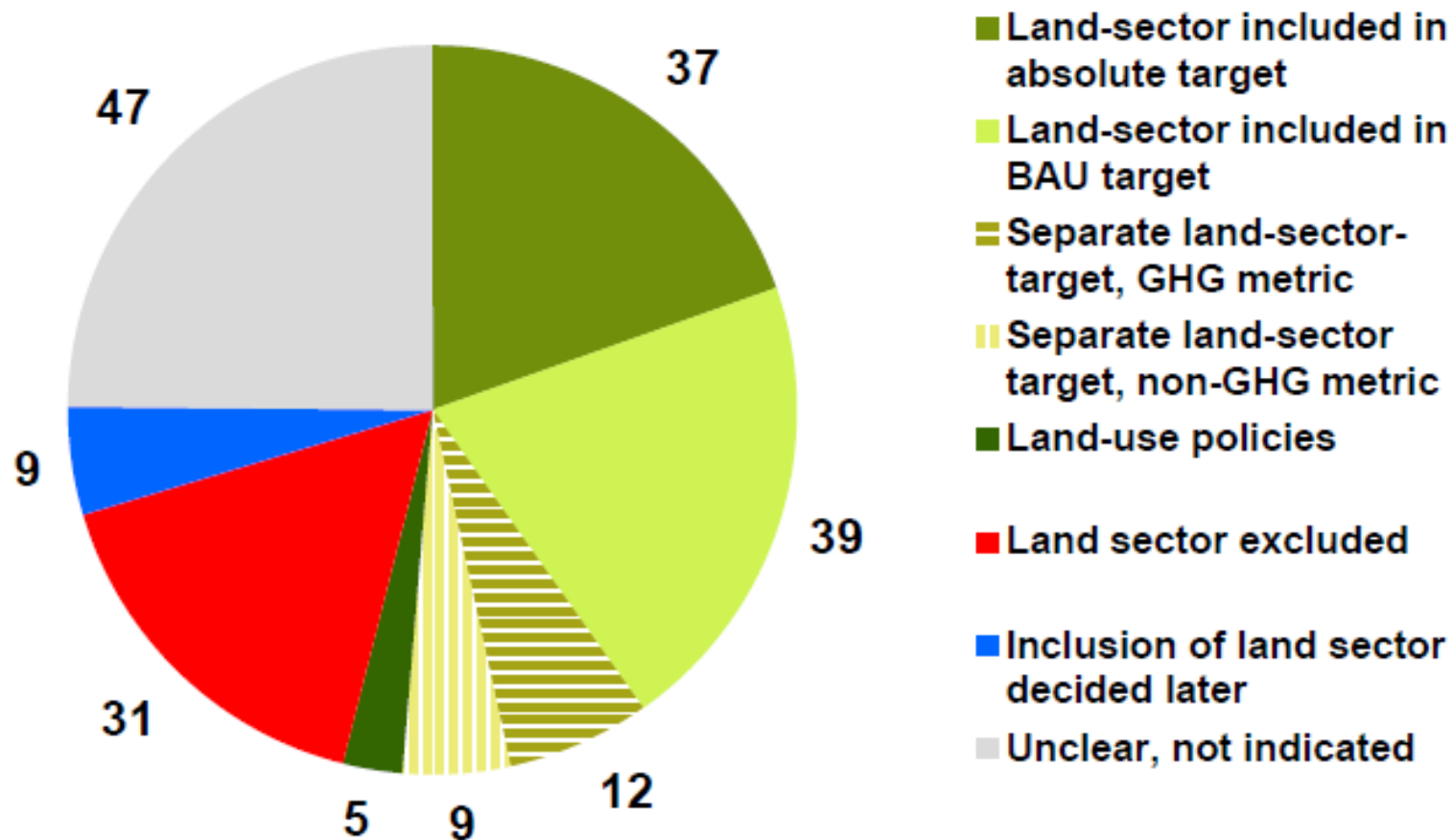
Currently under revision

Information specifying the NDC target for the purpose of tracking

- Post-Bangkok version of APA Item 5 additional tool indicates description of NDC target should be included in BTR
- Not all NDC clear and transparent on targets, e.g. scope, target indicators, methodologies and assumptions
- NDC submission first experience in reporting information specifying a target for majority of developing country Parties

Information specifying the NDC target for the purpose of tracking

General accounting approaches for the land-use sector chosen in the submitted NDCs



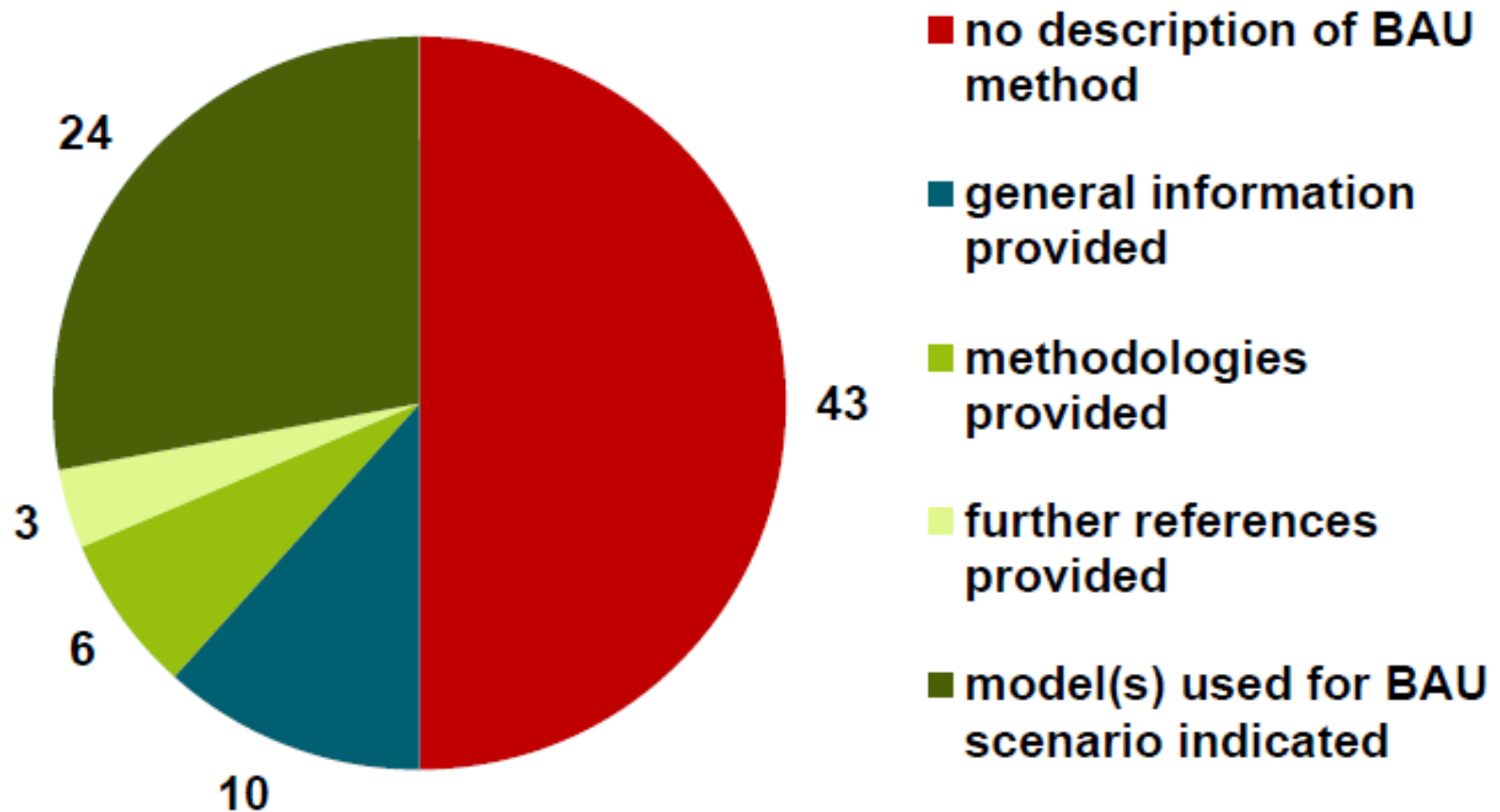
Source: NDC submissions under the UNFCCC, analysis by Öko-Institut

Information specifying the NDC target for the purpose of tracking

- Not all NDCs clear and transparent on targets, e.g. scope, target indicators, methodologies and assumptions
 - 33% of Parties with BAU target do not provide any BAU values or provide only a graph with no values for the target period or other years.
 - 50% of Parties which have submitted a BAU-related target do not provide a description of methodologies and assumptions for the BAU.
- Flexibility required where Parties face capacity limitations in reporting such information in BTRs

Information specifying the NDC target for the purpose of tracking

Information on BAU methods



Mitigation Actions / GHG Projections

Informational Element	Experience	Examples of pot. capacity limitations
Mitigation actions – Implementation and impacts	Majority has experience – but varies in depth	<ul style="list-style-type: none">• Reporting consistently over time• Reporting on quantitative information, e.g. impacts, costs• Reporting the necessary level of detail on qualitative PaMs, e.g. where subnational
GHG Projections	49 dev. Country Parties have reported projections in NC/BURs since Jan 2015	<ul style="list-style-type: none">• The scenarios to be reported• Updating projections over time• Availability of recent GHG inventory data as starting point

Using flexibility in a step-wise approach to improvement

Informational Element	Task	Step 1	Step 2	Step 3
Information specifying the NDC target for the purposes of progress tracking	<ul style="list-style-type: none"> Calculating the SDC (if not presented in the NDC) and/or updating the SDC (where appropriate) Presenting the indicators (quantitative or qualitative) to be used to assess progress towards the NDC, including their targets and relevant methodologies and assumptions 	<p>Reporting non-updated information SDC/ calculating and reporting SDC where it had not been presented in the NDC.</p> <p>Using a placeholder and/or narrative description of the potential types of indicators while the indicators (and their targets) are under development.</p>	<p>Reporting non-updated information initially providing updated information over time.</p> <p>Presenting the most relevant indicators (and their targets) initially and providing a narrative description of the remaining indicators while they are under development. Transitioning to presenting all indicators and their targets over time.</p>	<p>Reporting non-updated information, providing updated information with the following transparency report.</p> <p>Presenting the majority of indicators (and their targets) initially and describing the remaining indicators nominally while they are under development. Presenting all indicators and their targets within the following biennial transparency report.</p>
Implementation and impacts of mitigation actions	<p>on mitigation measures, e.g. scope, coverage, objectives, type of instrument, status, etc.</p> <p>Providing information on progress with implementation for key mitigation measures and presenting it in the required format (to be agreed)</p> <p>Estimating GHG impacts as-erts for all measures (where appropriate)</p> <p>Estimating costs for mitigation measures</p>	<p>extent available, with a focus on the most relevant mitigation measures. Clearly describing in improvement plan how to achieve more complete reporting on mitigation measures over time.</p> <p>Report information on progress with implementation to the extent available and as consistently as possible.</p> <p>a) Estimating GHG impacts as-erts where data is available b) Continue using as-erts estimations developed during the NDC development process, if available, providing explanations on how the estimations were made</p> <p>Estimating costs where information is available.</p>	<p>mitigation measures. Providing information to the extent available for the remaining mitigation measures. Transitioning to providing information on all relevant mitigation measures over time.</p> <p>Report information on progress with implementation to the extent available and in a consistent format to the extent feasible. Transition to providing information on progress in a consistent format within a specified maximum timeframe.</p> <p>Estimating GHG impacts as-erts for the most relevant measures. Transition to estimating GHG impacts as-erts for all relevant measures (or groups of measures, as appropriate) over time.</p> <p>Estimating costs for the most relevant mitigation measures.</p>	<p>relevant mitigation measures.</p> <p>Report information on progress with implementation to the extent available and in a consistent format to the extent feasible. Transition to providing information on progress in a consistent format within a specified maximum timeframe (shorter than the timeframe used for countries with medium capacities).</p> <p>Estimating GHG impacts as-erts measures (or groups of measures, as appropriate) for the majority of measures.</p> <p>Estimating costs for the majority of mitigation measures.</p>
Projections (consistent with mitigation measures)	<p>Compiling projections</p> <p>Compiling different emissions scenarios, e.g. 'full measures' and 'full additional measures'</p>	<p>Not reporting projections</p> <p>Where projections are essential to track progress to mitigation target, compile 'full measure scenario' only.</p>	<p>Reporting simplified projections for key NDC sectors, transitioning to reporting adequately detailed projections for these sectors over time.</p> <p>Where projections are reported, compiling a 'full measures scenario'. Where it becomes apparent that the NDC targets might not be achieved based on the existing measures, report also a 'full additional measures' scenario.</p>	<p>Reporting projections for key NDC sectors, transitioning to reporting projections for the whole economy over time.</p> <p>Initially, compile a 'full measures scenario' only. Transition to also reporting a 'full additional measures' scenario over time.</p>
Co-operative approaches	<p>Providing complete information on the activities intending to / using co-operative approaches, including information on methodologies, assumptions, environmental integrity and sustainable development</p> <p>Quantitative reporting on issuances, trading and use of TUEs (as-erts and as-post)</p>	<p>Report information as available, focusing on the most relevant activities. Clarifying progress towards reporting complete information on the most relevant activities in the improvement plan.</p> <p>Reporting quantitative as-post information. Reporting quantitative or qualitative as-erts information where data is available.</p>	<p>Report complete information on the most relevant activities. Transition to reporting information on the majority of activities over time.</p> <p>Reporting quantitative as-post information. Reporting quantitative as-erts information for the most relevant activities.</p>	<p>Report complete information on the majority of activities. Transition to reporting information on all activities over time.</p> <p>Reporting quantitative as-post information. Reporting quantitative as-erts information for the majority of activities.</p>
Reporting on indicators	<p>Reporting indicator data</p> <p>Providing a time series with indicator data, compiled using consistent methodologies, with a specified starting and ending date</p>	<p>Report data to the extent available, using data from international sources, where available. Providing a clear way forward in the improvement plan.</p> <p>a) Reporting a time series for the years available b) Reporting a time series with gaps c) Including in improvement planning how to move towards a complete and consistent time series over time.</p>	<p>Report indicator data for the most relevant indicators initially. Transition to reporting indicator data for all indicators over time.</p> <p>Reporting quantitative as-post information. Reporting quantitative as-erts information for the most relevant activities.</p> <p>Report indicator data for the most relevant indicators initially. Transition to reporting indicator data for all indicators over time.</p>	<p>Initially, report indicator data for the majority of the indicators. Transition to reporting data for all indicators over time.</p> <p>series with progress towards time series ending at N-2.</p>

Currently under revision



Conclusions

- There are linkages between the information provided for tracking progress, ICTU, GHG inventories, accounting information, accounting guidance and information on co-operative approaches
- Ensuring methodological consistency, coherence of information;
- A mix of quantitative and qualitative information for tracking progress is necessary
- Some information become more relevant at different times during the implementation period – MPGs could reflect this temporality
- Tracking progress system of the Paris Agreement is a **new** system for many;

Conclusions

- Potential capacity limitations relevant to reporting all informational elements - including reporting on and aligning with BAU
- Reporting by developing countries is improving, but there are still large gaps. Different starting points, information may become heterogeneous;
- Ensure improvement over time, resources are needed to build and maintain capacity;
- ` Discretion in existing reporting provisions does not always facilitate improvement („vagueness“);
- Flexibility ideally builds on existing discretion where it facilitates improvement over time

2018 GFE

- This year GFE had:
 - 8-9 October (Paris)
 - 176 participants
 - From 83 delegations (30 OECD countries, 23 non-OECD country delegations, 30 other)
- The Forum was centered around tracking progress under the ETF (Article 13.7b):
 - 5 BGs on tracking progress
 - 1 BG on links with FMCP and review and improvement
 - 2 BGs on ambition (country level and collective)
 - 1 BG on reporting adaptation and 1 BG on reporting support under the ETF

SUMMARY SLIDE

Information needed to track progress towards (I)NDCs: relevant linkages and potential challenges

- Common elements in reporting on tracking progress can be defined at general level
- Common understanding that different information can be provided at different stages in the reporting – important to ensure consistent flow of information from beginning to end of NDC
- General agreement that indicators are nationally determined; and that indicators to track progress should generally be the same as the indicators used to track achievement progress
- Methodological consistency was considered to be important for flow of information

SUMMARY SLIDE

Flexibility in reporting – tracking progress to non-BAU mitigation targets

- Information:
 - different target types have different information needs
 - key role of inventories, other quantitative and qualitative info
 - information not always available throughout NDC cycle, may need proxies
- Institutional, technical and resource challenges exist
 - Methods, systems to track progress may not yet be in place: an on-going effort
- Clarity still needed:
 - When and what indicators relevant to track progress?
 - Relationship to indicators for tracking achievement?

SUMMARY SLIDE

Flexibility in reporting – tracking progress to BAU mitigation targets

- Information
 - GHG data, role of projections
- Capacity and institutional challenges:
 - Build on regular inventories, analysis of GHG drivers
 - Build capacity to continuously develop, revise projections
- Outstanding questions:
 - dealing with updates to BAU brought about by e.g. improved inventory calculations; where to report?
 - addressing uncertainties? (very high in land-use sector)
 - managing political sensitivity of reporting projections and packaging model results

SUMMARY SLIDE

Article 6 of the Paris Agreement: potential reporting and review links with the ETF

- The TER may not be able to do the required rigorous assessment and review of Article 6 information. Do we need A6 review structure?
- It could be important to consider if Parties have met eligibility requirements before trading; however this has timing implications. What happens if they don't?
- Quant. + qual. information on Article 6: important to distinguish needed vs nice to have at different stages in NDC cycle and where this information fits in to the transparency structure.

SUMMARY SLIDE

Technical Expert Review: relevant experience and options

- Reviews strongly supported continuous improvements of the reports and setting of priorities for improvements and also supported clarity of information towards the outside world
- Review needs clear reporting guidance as a basis
- Important to design effective review system that is able to deal with larger number of reports, different suggestions how this can be implemented

Thank you!

Facilitating reporting of adaptation under the Paris Agreement's Enhanced Transparency Framework

- Indicators useful to assess progress:
 - ... but identifying indicators not always straightforward, e.g. outputs vs outcomes
 - ... and indicators not always defined, at times, there is not always information available for the evaluation of the indicator
 - M&E helps learning, which in turn helps improve policy ... but doing so needs CB
- Civil society, including sub-national actors, input crucial in designing adaptation measures & identifying how to assess their success
- Significant data gaps remain:
 - Understanding changing baseline, effects of specific actions
 - Need to develop methodologies for assessing enablers and barriers, for learning and improve adaptation

Country experiences: What facilitates mitigation ambition?

Important drivers of ambition at national level include:

- **Programmatic, whole-of-government approach** involving all sectors and policy areas with wide participation of actors/stakeholders, supported by confidence that country is not moving alone.
- **Legislation** supports predictability and facilitates long-term planning and investments.
- Climate policies as **an opportunity for job and value creation** while being cognisant of social dimensions and transition challenges

Ambition - ways of measuring and tracking collective progress under Article 14

Measuring and tracking collective progress under Art. 14

- Key input already identified in the Paris Agreement, but should be **inclusive to actors and sources outside the UNFCCC**
- Importance of a GST process that **translates information to outcomes** from the GST that drives higher ambition by countries
- Importance of 2018 and the first GST in 2023 considering the **urgency of action**

Facilitating reporting of support received and needed

Challenges

- Institutional capacity, institutional memory
- Inconsistent methodology for calculating support needed
- Incomplete information on in country recipients other than the national government.

Enabling issues

- Institutionalising a culture of improved reporting - can be facilitated by top-down government initiatives
- Government experience in budget KPI monitoring

MPGs can support step-wise approach to improve reporting over time

Flexibility in reporting – links to review, FMCP and encouraging improvements in reporting over time

- Many types of capacity needed for MRV systems, variation in starting points but always room for improvement
- Existing experience can point to what could be improved
 - Focused, programmatic, integrated CB efforts, (especially on setting up infrastructure for MRV)
 - Make guidance as clear as possible
 - Room for TER process to be solution-driven with facilitative recommendations
 - FMCP could foster peer to peer learning and accountability
- Unanswered questions on scope of technical review:
 - How does process respond to use of flexibility? Bounded self-determination?
 - What is link with Art 15 process to facilitate implementation?